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ABSTRACT

Part one of the newsletter discusses the results of three reports produced by the International Association for the Evaluation of Educational Achievement (IEA). The reports are the result of an international survey in the IEA cooperating countries on achievement in science, literature, and reading comprehension. In general, the findings confirm that educational achievement is directly related to the student's social circumstances, irrespective of differences in school organization or resources or the qualifications of the teacher. Part two provides educational news from ten European countries. In Denmark, universal compulsory education for 12 years is under consideration, and in Finland and Germany reports have been released on future planning in education. Also from Germany are discussions on pre-school education and the constitutional limits to the reform of higher education. In the United Kindgom, porposals have been announced for a complete reform of sixth form examinations and curricula, and the Labour Party has announced its educational policy for the 1970's. Articles are also presented from the Netherlands, Norway, Spain and Sweden outlining educational trends. News from Belgium and France is reported in French. (JR)

NEWS-LETTER
FAITS NOUVEAUX

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Strasbourg

FINDINGS OF THE INTERNATIONAL ASSOCIATION FOR THE EVALUATION OF EDUCATIONAL ACHIEVEMENT

Three new reports (1) - on achievement in science, literature and reading comprehension - have been produced by the International Association for the Evaluation of Educational Achievement (IEA). These are a sequel to the international survey of achievement in mathematics published in 1967. The Association provides the co-operative link for the studies carried out in each of the participating countries by educational research bodies, such as the Deutsches Institut für Internationale Pädagogische Forschung in the Federal Republic of Germany and the National Foundation for Educational Research in England and Wales. Twenty-two countries took part in some or all of the projects. Three more reports are in preparation. They deal with civic education, French as a foreign language, and English as a foreign language.

In this present survey of standards of attainment three age groups were tested in each of the education systems : 10-year-olds, 14-year-olds and pupils completing full-time secondary programmes which were either pre-university or of the same length. Additional optional testing was undertaken in some countries of 15/16-year-old pupils in the last year of compulsory schooling.

Altogether some 300 experts were involved together with more than 250,000 pupils and their teachers in 9,700 schools. The total cost, including the money spent internationally and by the participating countries, was about five million dollars. The international part of the study was financed by the Bank of Sweden Tercentenary Fund, the Ford Foundation, the Leverholme Trust, the Swedish University Chancellor's Office, UNESCO, the US Office of Education and the Volkswagen Foundation.

Introducing the studies, Professor T. HUSEN, chairman of the IEA, made it clear that it had not been the intention of the research to establish an intellectual Olympic league table, but rather to provide policy-makers and planners all over the world "with a much needed and extended knowledge base on which to form their decisions". The three present studies emphasize the limitations which have to be placed on the conclusions of this kind of international cross-cultural survey. Much store is set on the "national" volumes which are expected to follow, in which the differences within single countries will be analysed in some detail.

In general, the findings confirm that educational achievement is directly related to the student's social circumstances, irrespective of differences in school organisation or resources or the qualifications of the teacher. "Nonetheless," the IEA observes, "school factors do play an independent role. The data provides no basis for the contention that schooling does not make a difference".

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(1) Comber, L.C. & Keeves, J.P. : Science education in nineteen countries : an empirical study. Stockholm, Almqvist & Wiksell, 1972

Purves, A.C. : Literature education in ten countries : an empirical study. Stockholm, Almqvist & Wiksell, 1972

Thorndike, R.L. : Reading comprehension education in fifteen countries : an empirical study. Stockholm, Almqvist & Wiksell, 1972

Science

Science curricula in the countries surveyed were surprisingly alike, though the amount of time devoted to science differs enormously with some countries insisting on science being studied right up to school leaving and others making the subject optional from about 15 onwards. The study shows up the sharp difference between the average standard of school achievement at 18 in countries with selective systems, and countries which retain a high proportion of pupils at the top end. The latter tended to score lower.

More important, perhaps, is the finding that the top 5 % of scorers in each country had very similar scores, which suggests that widening the intake does not lower the performance of the best students. More does not seem to mean worse in the context of this study.

The most striking result was the difference in performance between boys and girls. Almost without exception boys did better than girls, and the gap between them widened as they grew older. Girls in girls' schools generally did less well than girls in mixed schools, and girls who were taught by men out-performed girls taught by women. According to the report sex, age and home background factors account for 14 % of the differences in achievement in science in the last full years of secondary education whereas school learning conditions account for 17 %.

Literature

In most of the ten countries studied, the ability to read a literary text was affected more by home background than teaching. Girls tended to do better than boys on the tests, and to be more interested in reading generally. Television viewing and cinema-going had little effect on achievement in literature. Adolescent reading interests were determined by age, sex and education rather than by culture. In all countries 14-year-olds preferred humour, adventure, mysteries, sports and romance. Upper secondary school students tended to read current events, history and travel as well. Not surprinsingly, learning passages by heart was negatively related to achievement in literature.

Reading

Like the literature study, the reading study shows that home is more important than school. "When the population of a school comes from homes in which the parents are themselves well educated, economically advantaged, and able to provide an environment in which reading materials and communications media are available, the school shows a generally superior level of reading achievement". The study suggests that by the age of ten there is very little teaching devoted to reading skills, and almost none from 14 onwards. The schools seem to do little to mobilise their resources to improve reading beyond the early years.

Attitudes to school

England is one of the few countries where, on average, children like school more than they dislike it. This trend is reinforced as the pupils grow older. There was a strong decrease with age in liking for school in French-speaking Belgium, the Federal Republic of Germany, Italy and Finland.

371.263 Education, 8-VI-1973 ; The Times Educational Supplement, 25-V-73

Louis CROS SUR L'INADEQUATION DE L'INSTITUTION SCOLAIRE

L'inadéquation de l'institution scolaire aux besoins actuels a une double composante. D'une part, l'enseignement des adolescents s'est élargi d'une petite couche sociale à la totalité de la population. D'autre part, la génération des moins de vingt-cinq ans dans son ensemble (et ceci, d'autant plus qu'ils sont plus jeunes) est très différente, dans sa mentalité, de la génération de ses parents et, plus encore, de celle dont je fais partie, celle des grands-parents.

L'école doit tenir compte non seulement des différences entre ceux qui appartiennent à des milieux aisés et ceux qui appartiennent à des milieux plus pauvres, mais aussi du fait que les uns comme les autres n'ont plus la même ambiance de vie et d'éducation que leurs prédécesseurs. Et pour bien des raisons. D'abord, à cause de la transformation du mode de vie. L'urbanisation se fait dans des conditions déplorables. Une partie considérable et grandissante de la population vit dans des banlieues de plus en plus éloignées du centre, dans des appartements exigus : dans des villes bourdonnantes d'automobiles où il n'y a plus de terrains de jeux pour les enfants, plus de possibilités de détente nerveuse.

L'enfant quitte l'école et rentre chez lui sans qu'il soit question pour lui de jouer dehors ne serait-ce qu'aux billes sur le trottoire, comme on le faisait quand j'étais jeune. La détente, pour l'écolier d'aujourd'hui c'est le plus souvent la télévision. Elle lui apporte des informations proliférantes. confuses, qu'il n'apprend pas à trier. Les enfants perdent non seulement l'habitude mais le goût et même le besoin de lire. Or tout notre enseignement est fondé sur la lecture : on apprend à réfléchir, non pas sur ce qu'on fait, mais sur ce qu'on lit.

Cette éducation qui apprend exclusivement à réfléchir sur ce qu'on lit, à expliquer ce qu'on lit, est excellente pour former des enfants vivant dans un milieu et une civilisation où la lecture est le fondement essentiel de la culture. Mais en est-il de même pour les autres ? Pendant des millénaires la masse des hommes a appris à penser, à s'exprimer, à travailler non pas à l'école, mais au champs, à l'atelier, par le contact du jeune avec l'adulte qu'il côtoyait, qu'il regardait et qu'il imitait. L'école se servait de cette base concrète pour enseigner les rudiments et faire progresser la pensée abstraite. Puis, dans l'espace d'une ou deux générations, brusquement, on a demandé à la même école de former complètement, à elle seule, toute la population jusqu'à seize ans et plus. Faut-il s'étonner que le résultat soit décevant ?

Il y a d'autres facteurs de changement. Le jeune d'aujourd'hui ressent dans ses moelles, beaucoup plus affectivement qu'intellectuellement, l'insécurité de l'avenir proche. Hier le fils de paysan devenait paysan ou prenait un emploi dans l'atelier du forgeron, ou partait chercher fortune. Le jeune d'aujourd'hui se trouve dans un avenir beaucoup plus vague. Ce qu'il fera demain, il ne le sait pas et prolonge ses études pour reculer l'échéance. A cette inquiétude du lendemain s'en ajoute une autre, plus vague et plus large, tenant à ce qu'on sent bien qu'il y a des choses qui sont en train de craquer, que les périls s'accroissent ; qu'il s'agisse de la pollution de l'air que nous respirons, de celle de l'eau, ou de la puissance d'armements tels qu'ils peuvent anéantir l'humanité.

Tout cela crée un état d'esprit qui ne s'exprime guère, mais qui constitue le fond de cette "anomie" que l'on constate dans beaucoup d'écoles après une période de révolte ouverte.

Nous assistons - et cela ne peut pas ne pas avoir d'incidence éducative très importante - à une évolution des systèmes de valeurs dont nous ne sommes guères maîtres.

Nouvel équilibre entre les valeurs naturelles et les valeurs techniques ; autrefois, l'objet technique était rare, l'objet naturel ne coûtait rien ; aujourd'hui, au contraire, l'objet technique est produit massivement, écoulé à grands renforts de publicité, tandis que l'on détruit l'objet naturel, les espaces verts, les arbres.

Nouvel équilibre entre les valeurs individuelles et les valeurs sociales ; parce que la complexité sociale et économique donne un prix nouveau et grandissant aux capacités de communication et de travail en commun.

Nouvel équilibre entre les valeurs de possession et les valeurs d'organisation : autrefois le possesseur d'un bien en était vraiment le maître incontesté ; de plus en plus la direction véritable de grandes organisations incombe à leurs responsables techniques plus qu'à leurs propriétaires juridiques.

Nouvel équilibre entre les valeurs hiérarchiques traditionnelles et des valeurs nouvelles : toute notre civilisation était fondée sur la dichotomie du travail manuel et du travail intellectuel ; la distinction se fait désormais entre le travail créateur, manuel ou pas et le travail de routine, intellectuel aussi bien que manuel. Faire des additions toute la journée, ce n'est pas un travail intellectuel c'est un travail de routine que des machines peuvent faire. Bien inférieur donc au travail "manuel" du chirurgien qui opère ou de l'artisan capable de faire un beau meuble.

Tout cela a pour conséquence que l'autorité instituée en vertu des anciennes valeurs se voit de plus en plus contestée. Cela ne veut pas dire qu'on refuse l'autorité de compétence quand cette compétence est réelle, mais qu'un certain type d'autorité unilatérale est de moins en moins efficace. Des processus de participation ne sont pas seulement souhaitables aujourd'hui pour des raisons d'équité, mais aussi pour des raisons d'efficience.

Les structures scolaires et universitaires sont en question et avec elles le contenu et la forme de l'enseignement, les programmes et les méthodes, la sélection des élèves, qu'il faut désormais concevoir, non comme une élimination des moins aptes, mais comme une orientation de chacun dans la voie du développement optimum. On sait que la formation intellectuelle, civique, professionnelle, que l'on doit envisager, pour la population toute entière d'un pays de haute civilisation, doit s'étendre sur toute l'existence. Or, dans les conditions de vie actuelles, il est clair que les institutions scolaires, si on les conçoit comme le premier stade d'une éducation continue, permanente, seront amenées à changer de nature bien plus radicalement encore que les esprits les plus novateurs ne l'imaginent.

37.014.53 Louis CROS : Education et Gestion, 1/1973

PART TWO/DEUXIEME PARTIE

BELGIQUE : L'INTEGRATION DES ENSEIGNEMENTS TRADITIONNELS ET RENOVES

La coexistence, depuis 1969, d'un enseignement rénové à côté de l'enseignement traditionnel a mené de plus en plus à la nécessité d'assurer une certaine cohérence dans le système scolaire. Dans ce but, un document de base est actuellement soumis à l'examen des trente trois organismes que les Ministres de l'éducation nationale sont tenus de consulter.

Nouvelles structures

Le schéma nouveau qui devrait unifier le "rénové" et le "traditionnel" et qui devra donc être accompagné de mesures transitoires pour permettre les adaptations, se présente comme suit :

Après les six années de l'enseignement primaire, il y aura une première année commune à tous les enfants, dans un enseignement unique appelé enseignement général, avec une section générale et une section d'accueil.

En deuxième année, le choix est offert entre une formation commune aux enseignements général, technique et artistique, et une formation professionnelle. Cet enseignement professionnel ne change pas, mais - et ceci est nouveau - les élèves pourront, dans certaines conditions, être réorientés vers les enseignements général ou technique, jusqu'au seuil de la dixième année scolaire.

L'enseignement secondaire proprement dit commence donc pratiquement en neuvième année scolaire. Il se divise en secondaire général et secondaire technique.

Le secondaire général, menant à des études supérieures, regroupe : l'enseignement général rénové, l'enseignement technique rénové, l'ancien enseignement moyen et l'enseignement technique traditionnel. L'enseignement technique n'est donc plus dévalorisé par rapport aux "humanités". Les élèves qui l'auront suivi recevront le certificat d'enseignement secondaire supérieur.

Le secondaire technique, qui prépare à l'entrée dans la vie active, regroupe l'enseignement technique rénové et l'enseignement technique traditionnel. Les élèves qui ont suivi cet enseignement pendant au moins six années pourront, soit entrer dans la vie active, soit entrer dans l'enseignement supérieur court, soit encore, s'ils veulent entrer dans l'enseignement supérieur, obtenir un diplôme d'aptitude devant le Jury d'Etat de l'enseignement secondaire supérieur. Aucune porte ne leur est donc fermée.

Le dossier scolaire

Une importante innovation est proposée : l'instauration généralisée du dossier scolaire à tous les niveaux de l'enseignement et dont la préparation incombe au Conseil de classe. Ce dossier devra être instauré aussi à la fin de l'enseignement primaire puisque c'est au vu de ce dossier que l'élève sera ou non admis en première année commune de l'enseignement général.

Les options

Le régime des options tel qu'il est prévu dans le projet est particulièrement intéressant. Au-delà d'une formation commune à tous les élèves d'une classe déterminée, il comporte cinq volets :

- options de base qui sont relatives à une spécialisation progressive et poussée ;
- options complémentaires moins poussées, mais prévues pour assurer une formation générale ou technique équilibrée ;
- options de renforcement de la matière commune ou des options de base, permettant de répondre à des besoins spécifiques ;
- activités libres et facultatives permettant de révéler des goûts, des aptitudes et des intérêts personnels ;
- activités de rattrapage facultatives à l'intention des élèves qui présentent des déficiences occasionnelles dans une branche figurant à l'horaire.

Il faut encore ajouter que le projet prévoit un système d'admission à l'essai qui permet des réorientations éventuelles et une septième année complémentaire (treizième année scolaire) de préparation à l'enseignement supérieur, dans le cadre des enseignements secondaire général et secondaire technique.

Divergences de vues sur l'examen de maturité

Une décision finale n'a pas encore été prise en ce qui concerne la réforme de l'examen de maturité. D'une part, il a été proposé de le remplacer par un "dossier personnel" à établir par l'école sur des constatations faites au cours des deux ou trois dernières années. D'autre part, on étudie la possibilité de remplacer l'examen de maturité par un "temps de propédeutique" - une période charnière qui se situerait entre les enseignements secondaire et supérieur. Ce temps devrait permettre de tester les capacités du candidat aux études universitaires.

371 : 37.014.3 (493) Le Soir, 31-V-1973 ; B.M.

DENMARK : UNIVERSAL COMPULSORY EDUCATION FOR TWELVE YEARS :

Compulsory education in Denmark was extended last year from seven to nine years (see News-Letter 3/72) and a reform Bill covering most aspects of the Folkeskole (primary and lower secondary school), and in particular the curriculum, the replacement of present examinations by a new system of assessment, class sizes, and access to upper secondary school, is still being discussed by Parliament (see News-Letter 1/73). Taking these reforms as a starting point, the Danish Ministry of Education has just published the results of a planning exercise which postulates the provision of a basic general and vocational education lasting twelve years for all young people as from 1980. The Minister, Mr. Knud HEINESEN, has stressed that this forecast has not yet been accepted either by himself or by the Government. Its proposals cannot be taken up politically before the Central Council for Education has made its views known, probably in January 1974, and the Social Democratic parliamentary group has considered them.

According to the Ministry's forecast, the twelve years of compulsory education will be divided into nine years in the Folkeskole, followed by three years of upper secondary education. This upper secondary

education will have two main objectives : preparation for higher studies and preparation for professional life. The choice of either objective is left to the student. Upper secondary education will by this time incorporate within a single institution the present Gymnasium, the vocational schools, the separate schools now preparing for social work and para-medical professions.

The nine-year Folkeskole curriculum will be, in the main, common to all pupils. In their tenth school year, besides Danish and mathematics, which will remain compulsory for everyone, the pupils will choose between various subject areas, comprising both subjects in which they are academically interested and studies leading to a vocational qualification. These subject areas will be constructed in such a way as to make it possible for a student to change after this year to another area. In addition, several common subjects, designed to give pupils in all subject areas a certain common knowledge, social information and working equipment, will be studied by everyone. A number of optional subjects from any subject area will complete each pupil's curriculum. In the eleventh and twelfth years this pattern will remain, except that studies in all subjects will become progressively deeper and more specialized. For those whose studies are leading towards a profession, the education they receive in school will be supplemented in these years by training on the job. For some subject areas secondary studies could continue beyond the twelfth year.

The present, traditional, forms of examination, e. g. the studentereksamen and the higher preparatory examination, will give way to new forms of examination. The training of teachers will also undergo certain changes, among which will be the disappearance of the present hierarchical division of teachers into primary teachers, folkeskole teachers, secondary teachers and so forth.

Although twelve-year compulsory education is already on the programme of the Social Democrats, and was mentioned by the Minister in his inaugural speech in October 1972, the economic problems which would be set by such an expansion of education have not yet been formulated. The Minister has already stressed that such a project would be very much a question of the availability of resources, of the desirability and even of the possibility of keeping young people in school and out of working life. The question of cost is allied to the desire to combine the proposed expansion of education with new systems of educational guidance and financial aid for students ; and to expand adult education in such a way as to prevent a gulf appearing between adults whose education was of necessity a short one, and young people who spend increasing lengths of time in educational institutions of one kind or another.

37.014. 14 (489) Berlingske Tidende, 22-VI-1973 ; J. J. - P. L.

FINLAND : SCHOOL IN 1985

The report of the 1971 Education Committee recently released presents considerable interest as an attempt to define the aims of education as a State service and as an instrument of social policy. The changes proposed in the organisation and content of education are :

- 13 years of school offered to all children, of which eleven will be in comprehensive schools ;
- Vocational training for all young people ;
- General education of equal duration for everyone ;
- A concentration of effort on the learning difficulties of less able children ;
- Post-secondary studies varying in length from 1 to 4 years.

However, these changes appear not as self-justifying educational measures, but as the educational consequences of a wider social policy whose principal targets are the present inequality and class divisions.

Terms of reference

The Committee was appointed in March 1971 with instructions "to define the aims of educational policy as a factor affecting the implementation of social policy" and to derive from these the aims of secondary education. The Committee defined these aims as :

- to raise the level of education and to keep it abreast of scientific, technological and social developments;
- to increase equality by distributing the costs of and opportunities for education more equally ;
- to reform the attitudes and values transmitted by education ;
- to provide facilities for every individual to overcome his learning difficulties ;
- to enable an ever-growing percentage of the population to enjoy and to contribute to the cultural benefits created by society.

Deficiencies of the present system

The Committee proceeded from this general statement of aims to an analysis of the major deficiencies of the present educational system.

People in late adolescence, according to the Committee, find themselves divided into three groups on the basis of the general education they have received : up to primary school, lower secondary, or upper secondary level. This division affects vocational training in that those with a primary school background can only compete for vocational training leading to practical skills, whereas those who have passed the Secondary Leaving Examination are qualified to compete for any form of further education. It is therefore on the length and level of his general education that the status of the individual in the working community depends in the first place, and only secondarily on his vocational training and the ability he has displayed at work. This structure, in the committee's view, resembles that of a class society, the only difference being that general education has taken the place of birth as the factor determining social status.

As the higher levels of vocational training are not easily accessible, a growing percentage of young people aim at acquiring the best possible qualifications and go on to the upper forms of the secondary school. But the education provided by this type of school is not suitable, either in content or in method, for the whole age group ; and vocational training leading to practical skills has low status because of the low level of basic education required for it.

In the 16-19 age group, general education and vocational training are mutually exclusive when they should complement each other to produce a well balanced, versatile individual.

In particular the methods used in general education characteristically lay stress on individuality and on competition between individuals, by using relative methods of assessment which emphasize differences in achievement, and by giving those students who make good progress the best teaching at the expense of those with learning difficulties, even at the compulsory education stage.

The learning content of the branches of vocational training leading to practical skills is specific and narrow. About half the teaching consists of practical training. The narrow scope of studies and large number of choices in vocational schools make it difficult to give information about them to young people in the process of choosing a career ; a problem which is accentuated by the fact that when applying for vocational training, the applicant has to specify his line of study.

The regional distribution of educational opportunities for the 16-19 age group is uneven.

Universities and other institutions of higher learning in various fields are interested in co-operation between the sciences, but very little interested in co-operation with the Institutes of Education or in using their output of new knowledge.

Recommendations

The Committee's recommendations for action to overcome these deficiencies refer mainly to the duration and level of general education, the differentiation of vocational training, the integration of general

education and vocational training, the length of the stages of vocational training and the individual's right to education. The details of the curriculum are not dealt with since another committee was established in 1972 with the task of translating the general aims of educational policy into curricular and methodological principles for use in detailed curriculum development.

The Committee's proposals are that :

- in addition to general education, every citizen must be guaranteed vocational training to equip him for his future employment ;
- general education should be of equal duration for everyone, have a common basic content, and aim at as high a level as possible ;
- general education should include polytechnic teaching based on the interaction of theory and practice, as well as practical training and optional subjects, directed towards the student's individual interests, and disregarding his level of achievement in the common basic content ;
- achieving the aims set for general education depends on taking the necessary steps in the fields both of social policy and educational policy to overcome learning difficulties ;
- the upper secondary school in its present form will cease to exist and will be absorbed partly by the comprehensive school and partly by vocational schools ;
- the total duration of general education will be twelve years, of which comprehensive schooling from the age of 6 will account for eleven ;
- after the comprehensive education phase, i.e. at the age of 17, each student will enter one of a number of broad two-year vocational/general sectors, and at the age of 19, each sector will again divide into groups specializing in skilled work, college- or university-level studies, lasting from one to four years ;
- both of these last two phases of education will be guaranteed to the whole age group, and quantitative planning will be done with this in mind.

The Committee deals with the practical measures necessary for the implementation of this new system only briefly. It sees the year 1985 as the target date for the adoption of the new system, which will be brought about by means of partial reforms begun simultaneously at all levels. The most important of these will be the lowering of the school entry age from seven to six. The school premises available at present are thought to be adequate in quantitative terms for the needs of the new system in 1985, but population mobility and changes in the employment of school premises will entail additional investment costs which the Committee was unable to estimate. The additional yearly cost of the new system is estimated at 12-13 % at 1971 prices and wages ; but a more effective student aid scheme, thought to be a basic condition for the success of the new system, will add to these costs.

The Committee goes into some detail on the crucial point of overcoming learning difficulties. The Committee has taken the view that although economic and educational measures are essential to provide a more stimulating learning background for disadvantaged children both before and during their school career, it is both necessary and possible to attack a considerable proportion of learning difficulties which are more directly connected with the learning process itself and its inefficiency, and which accumulate at certain points. The Committee believes that by giving special guidance to pupils with learning difficulties and by concentrating time and teaching resources on children in difficulties, the general level of attainment can be raised without hampering the progress of "efficient" pupils. The Committee goes so far as to suggest in detail the appropriate teaching methods. It calls for more research into the efficiency or inefficiency of the individual learning process, and for curriculum development to concentrate on analysing the problematic points in a syllabus and devising ways of making them easier to learn.

The Committee's recommendations were not unanimous. Five divergent opinions have been recorded, questioning up to what age the continuation of general education increases educational equality, at what stage it begins to produce differences in performance and social inequality, how well the student is equipped physically, mentally and materially to remain within the sphere of a fixed education system until over

the age of twenty, and to what extent the costs required by this reform will prevent other reforms aimed at diminishing social inequality.

37.014.5 (480) Report, P.L.

FINLAND : EVALUATION IN THE COMPREHENSIVE AND UPPER SECONDARY SCHOOLS

The Committee set up in March 1971 by the Minister of Education with the task of defining the objectives and methods of evaluation in the comprehensive and secondary schools and to make proposals for the reform and standardization of evaluation methods, reported in April 1973. The report has now been released.

Deficiencies in current evaluation practice

The Committee found that the current system suffered from several serious drawbacks. Tests were in many respects not sufficiently objective, and the differences in teachers' conceptions of assessment criteria and their varied use of the marking scale reduced the comparability of marks to an insignificant level. The testing procedures employed were not always constructed with due regard to the objectives of assessment, and the impact of assessment on learning was often questionable because of the little information which it provided for the student about his work. Moreover the present system tended to reduce educational equality by institutionalising and in some ways accentuating differences in achievement.

The Committee considered the demands which the curriculum, the planning of teaching, and the requirements of the student, make on school assessment, and concluded that the principal objective of assessment is to give the student a realistic knowledge of his own abilities. This objective would be best achieved by giving the student every opportunity to evaluate his own work independently.

The key to this objective, in the Committee's opinion, is "goal evaluation" : comparing the performance of the pupil with the learning objectives set out in advance. This removes the problem of the comparability of criteria and combines the diagnostic, motivating, guiding and predictive functions of evaluation. In particular the Committee considered it important that the current emphasis on predictive evaluation should be transferred to the guidance function ; but as for the time being school evaluation also involved providing predictive information for employers and other educational institutions, the Committee decided that the predictive function cannot be abandoned immediately.

Models proposed

The Committee has therefore proposed three "predictive evaluation models" and one "performance assessment model".

The "predictive evaluation models" each constitute a progressively more radical modification of the present system. In particular, they would reduce the number of reports containing marks on a numerical scale, and increase guidance in the form of verbal remarks. At those class levels where predictive evaluation is unnecessary, it would be eliminated. In the most advanced model an initial diagnosis of each student would be made at the beginning of school, and the first report containing marks on a numerical scale would not be given until the autumn term of the sixth year, when students and their parents would need some grounds on which to choose courses and subjects at the senior level.

The "performance assessment model" relies on a pass-fail grading which presupposes specified goals and for this reason cannot yet be put into operation. In the opinion of the Committee the present system should be immediately replaced by a most advanced predictive model, although if this proves impractical the change could be made gradually. Only when the objectives of the curriculum have been more explicitly defined, and the selection methods for higher education and in working life have been adapted, should the change be made to the performance assessment model.

Marking

The Committee recommends a marking scale of 1-5, representing all the acceptable performance levels in the comprehensive school. By defining the goals and giving appropriate teaching it should be possible to ensure that no unacceptable performances occur. In secondary schools the same grading should be used, with the addition of a 'fail' grade. The Committee has purposely chosen a system which will be compatible with the Swedish marking scale, given the considerable migration between the two countries. However, the Committee hopes that in some subjects numerical evaluation can be replaced by a pass-fail grading.

The Committee also found that there is a great need for reliable diagnostic tests, both to evaluate general school readiness and to reveal specific learning difficulties, and for standardized objective tests at every level. These would diminish in importance as informal discussions and counselling replace the official grades and verbal reports. However the Committee stressed that in view of the importance to students of changes in assessment procedures, these should be carried out slowly and be systematically observed and evaluated over a long period, in the first instance by research institutes and in the second by education officers at the community level, by regional school inspectors and by the National Board of Education. Furthermore, the development of a new evaluation system should be closely integrated with curriculum development.

371.26 : 373.5 (480) KTL Newsletter Jyväskylä, 1/1973 ; P.L.

FRANCE : LES GRANDES ORIENTATIONS DE LA REFORME SCOLAIRE

Au cours d'un débat de politique générale sur l'éducation à l'Assemblée nationale, M. J. FONTANET, Ministre de l'Education nationale, a présenté son programme début juin. Il a notamment annoncé, avant la fin de l'année, le dépôt d'un projet de loi d'orientation de l'enseignement secondaire ainsi qu'une "vaste consultation nationale" sur les programmes de l'enseignement, suivie d'un colloque. En outre, M. FONTANET a abordé les problèmes des autres ordres d'enseignement, notamment ceux de l'école primaire et des universités et a énoncé un programme de réformes concrètes.

"L'enseignement élémentaire est d'une importante primordiale" a constaté le Ministre, "car presque tout est joué pour l'enfant à l'issue de l'école primaire. Il faut constater qu'aujourd'hui un élève sur deux redouble au moins une fois. Ce phénomène révèle une insuffisance des efforts de soutien des élèves en difficulté. Or, plus que toute autre, l'école primaire doit être l'école de l'égalité des chances". M. FONTANET envisage dans ce domaine trois séries de mesures : accélérer le développement des écoles maternelles qui jouent un grand rôle pour compenser les inégalités dues au milieu familial ; faire évoluer profondément la pédagogie à l'école élémentaire et enfin poursuivre la politique de formation continue des instituteurs et la compléter par une rénovation profonde du contenu de l'enseignement donné dans les écoles normales.

L'enseignement secondaire, et en particulier le second cycle, connaît actuellement les tensions les plus vives. C'est pourquoi le Ministre déposera devant le Parlement un projet de loi d'orientation de l'enseignement secondaire. Ce projet comprendra un premier chapitre consacré à la description des objectifs et de l'organisation générale de chacun des cycles et précisera le domaine de l'intervention de l'école et ses limites. Le rôle et la nature de chaque catégorie d'établissement seront définis dans le second chapitre. Le troisième chapitre sera consacré aux types de pédagogie applicables à chacun des cycles. Les droits et les devoirs des participants à la communauté scolaire (élèves, maîtres, parents) et les modalités de leur participation à la gestion des établissements feront l'objet du quatrième chapitre. Le renforcement de l'autonomie des établissements grâce à un élargissement de la mission de leurs chefs sera traité dans le cinquième chapitre ; et enfin, le sixième chapitre sera consacré à la formation initiale et continue des maîtres.

"Le problème pédagogique se pose en effet différemment dans le premier et le second cycle, a souligné M. FONTANET. En ce qui concerne le premier cycle (6e-9e année scolaire) tous les moyens ont été mis en oeuvre pour rendre effective la scolarité obligatoire jusqu'à seize ans... Mais le problème du contenu de ce premier cycle reste toujours controversé... Je crois profondément, a déclaré le Ministre, que tous les enfants doivent recevoir une formation générale de base qui a pour but de développer chez eux le sens de l'analyse et de l'observation et l'apprentissage des langages fondamentaux. Mais les voies d'accès à cette formation de base doivent être différenciées selon l'aptitude des élèves et la forme de leur intelligence... La véritable égalité des chances passe par des enseignements différenciés à condition qu'ils organisent l'aide aux plus faibles, notamment par le développement systématique d'une pédagogie de soutien".

Le Ministre souhaite, en outre, que les élèves de quatorze ans qui, en fin de cinquième (7e année scolaire) n'ont pas de vocation particulière pour les études puissent entrer directement dans des classes préparatoires à l'apprentissage, dont le caractère concret est plus à même de les intéresser.

Dans le second cycle (10e-12e année scolaire) il existe une alternative de conception entre un second cycle très spécialisé et conditionnant déjà le choix des filières ultérieures de l'enseignement supérieur et un second cycle plus général permettant, pour les candidats au baccalauréat, un large éventail d'orientations possibles. "Cette formule me paraît plus adaptée, car elle correspond mieux à la finalité pédagogique du second cycle, comme au caractère pluridisciplinaire des premières années des enseignements supérieurs", a souligné M. FONTANET.

L'enseignement fondamental sera donc commun à tous les élèves des quatre années du premier cycle et de la première année du second cycle (10e année scolaire). Dans cette classe, le tronc commun (français, mathématiques, histoire, sciences expérimentales) des sections littéraires et scientifiques représentera vingt heures d'enseignement ; en première (11e année scolaire), il sera réduit à onze heures et en terminale (12e année scolaire), à dix heures. Des options permettront aux élèves de tenir compte de leurs intérêts personnels.

M. FONTANET estime également nécessaire le renforcement de l'autonomie des établissements : "Cette autonomie doit s'accompagner d'une plus grande responsabilité de tous les échelons qui disposent d'une part d'autorité au sein de l'Education nationale".

Un autre point important pour le Ministre est le recrutement et la formation des maîtres. Dans ce domaine, trois objectifs sont à poursuivre : donner d'abord à tous les maîtres une véritable formation pédagogique et non plus seulement un bon niveau dans la discipline qu'ils seront appelés à enseigner. Cette formation doit être ouverte sur la vie, notamment par le biais de stages dans les administrations et dans les entreprises. Cette première préoccupation suppose que tous les futurs maîtres passent par des centres de formation où une telle préparation à leur métier est organisée.

Il faut également remédier aux inconvénients du système en vigueur avec le concours du CAPES (Certificat d'aptitude au professorat de l'enseignement secondaire). "Dans l'espoir de réussir au concours, un nombre très excessif d'étudiants entreprennent des études universitaires dans des disciplines n'offrant que l'enseignement pour tout débouché. Ceux qui ne sont pas reçus, après des études qui sont longues, ont les plus grandes difficultés pour se réorienter. L'entrée dans les centres de formation des maîtres devrait donc, au bout d'une période transitoire, s'effectuer non à la fin des études universitaires, mais une fois le diplôme de premier cycle obtenu, c'est-à-dire en principe deux ans après le baccalauréat. Cette formule permettra à ceux qui n'auraient pas été admis de se réorienter plus tôt et donc plus facilement." Enfin, la formation continue des maîtres du second degré sera à intensifier.

En ce qui concerne l'enseignement supérieur, M. FONTANET envisage trois types de mesures : "En premier lieu, les universités doivent être insérées dans leur région, et pour cela, il conviendra de déterminer à quelles conditions les conseils régionaux pourront être associés à l'orientation des enseignements et à l'affectation des ressources des universités de leur ressort. En second lieu, il faudra encourager les initiatives novatrices dans les universités. A cette fin, une part plus importante devrait être faite à l'attribution de crédits en fonction de programmes de développement de recherche ou de nouvelles filières." En troisième lieu, il est nécessaire d'encourager, au sein des universités, la constitution de cellules d'information et d'orientation des étudiants. D'autre part, des dispositions concernant l'orientation des élèves ayant terminé leurs études

secondaires vers les enseignements supérieurs seront prises par le Ministre. Il ne s'agira que d'avis donnés aux élèves accompagnés d'informations sur les filières des enseignements supérieurs et sur leurs débouchés.

Pour mener à bien toutes ces réformes, adapter la pédagogie, améliorer l'environnement scolaire, rendre l'orientation plus efficace, former les nouveaux maîtres et recycler ceux déjà en fonction, il faudra des crédits supplémentaires, et cela constitue la plus grande préoccupation du Ministre. "Ce sera au Parlement de décider si la nation consent l'effort qui permettra d'en donner les moyens à l'Etat".

37.014 (44) L'Education, 14-VI-1973 ; Le Monde, 26-VI-1973 ; C.P.

FRANCE : LA CONCERTATION ENTRE LES ENSEIGNEMENTS TECHNOLOGIQUES ET LES MILIEUX PROFESSIONNELS

Afin d'assurer aux élèves qui leur sont confiés les meilleures conditions de réussite professionnelle, les enseignements technologiques ont besoin d'avoir avec l'ensemble des milieux professionnels des contacts multiples et étroits. Ainsi, la loi du 16 juillet 1971 (cf. News-letter/Faits Nouveaux 4/71) a-t-elle organisé à cet effet une concertation permanente entre l'Etat, les organisations d'employeurs et de salariés, les chambres de métiers, les chambres d'agriculture, les organisations familiales et les représentants de l'enseignement. Cette concertation porte sur l'établissement et la révision périodique des structures de l'enseignement, des programmes et de la sanction des études, sur l'évolution de la société et le progrès scientifique, technique, économique et social. Le Ministère vient de préciser, dans une note d'information, comment doit être assurée cette concertation avec les milieux professionnels.

A l'échelon national de concertation, il s'agit avant tout d'évaluer les besoins de formation sur le plan qualitatif, de définir le "profil" du professionnel à former et d'en déduire le contenu de la formation sachant que celle-ci devra être dispensée en deux ou trois années scolaires, dans le cadre d'un horaire hebdomadaire déterminé. La consultation des professionnels d'une spécialité donnée porte sur les aspects proprement techniques de la formation à l'exclusion des disciplines dites générales qu'il appartient au Ministère de l'Education nationale de définir.

Sur le plan quantitatif, il s'agit de déterminer combien de professionnels devront être formés pour répondre aux besoins de l'économie, en évitant le risque de confondre les besoins temporaires circonstantiels et les besoins permanents de la profession. Mais connaître l'importance du besoin de formation n'est pas en soi suffisant. Cette donnée acquise, il faut l'affiner par la connaissance des régions dans lesquelles les emplois existent ou sont susceptibles de se créer. Il appartient donc aux professionnels qui sont au fait des perspectives d'évolution de leur industrie, d'apporter à l'administration les éléments qui permettront de déterminer les implantations souhaitables.

Ce sont les commissions professionnelles consultatives qui assurent ces tâches. Au nombre de 19, ces commissions comportent trois groupes égaux représentant les pouvoirs publics, les employeurs et les salariés auxquels s'adjoignent des conseillers de l'enseignement technologique, des représentants du personnel enseignant, des parents d'élèves, des chambres de commerce, de métiers etc. L'administration centrale apporte son concours aux travaux des commissions qui ont à traiter de la quasi-totalité des formations du secteur secondaire ou tertiaire.

L'ampleur de cette tâche impose que l'activité des commissions professionnelles consultatives soit ordonnée. C'est le rôle du comité interprofessionnel consultatif qui, présidé par le ministre ou son représentant, réunit les présidents et vice-présidents des commissions et les inspecteurs généraux intéressés. Ce comité coordonne l'activité des commissions, propose les priorités à retenir dans les études prévues et traite des questions communes à l'ensemble des commissions. Compte tenu de sa composition, le comité constitue en outre pour le ministre un point de contact direct avec l'ensemble des commissions.

A l'échelon régional et départemental de la concertation, les comités régionaux et départementaux ont pour mission de prendre une mesure aussi exacte que possible de la situation et des perspectives de l'emploi ainsi que celles des divers systèmes de formation, d'en assurer l'ajustement et de veiller au plein emploi des moyens, de connaître et si besoin orienter ou réorienter les projets d'équipement.

La coopération nécessaire des établissements d'enseignement technologique avec les milieux professionnels se manifeste par la présence d'employeurs et de salariés au conseil d'administration de l'établissement et par la participation des professionnels aux jurys d'examen de l'enseignement technologique. Cette participation dont l'importance varie avec le diplôme, apparaît dans le choix des sujets, le déroulement et la notation des épreuves et la délibération du jury. Elle est certainement l'un des aspects les plus démonstratifs de la liaison de l'enseignement technologique et de la profession.

Les solutions utilisées par l'enseignement technologique pour assurer ses contacts avec les milieux professionnels sont donc variées mais aussi fort complexes. Cet enseignement doit, en effet, s'adapter continuellement et sans retard à l'évolution rapide de l'industrie et du commerce et assurer ainsi aux élèves les meilleures conditions de réussite professionnelle.

331.86 : 37.07 (44) L'Education, 17-V-1973 ; C.P.

FRANCE : REORGANISATION DU MINISTERE DE L'EDUCATION NATIONALE

M. J. FONTANET, Ministre de l'Education nationale, vient de décider une réorganisation de l'administration centrale du Ministère. Cette réforme, qui doit permettre au Ministre de mieux gérer les réformes, de poursuivre et d'accentuer la politique de déconcentration et de décentralisation, reprend celle de 1970 qui avait institué une distinction entre les directions de moyens chargées de la gestion et les directions d'objectifs chargées de la prévision et de l'étude des grands problèmes de l'éducation (cf. News-letter/ Faits Nouveaux 2/70). Cette distinction est maintenue mais sous une forme différente.

Les trois directions d'objectifs (enseignements supérieurs et recherche ; enseignements élémentaire et secondaire ; orientation et formation continue) sont fondues en une seule. Le directeur délégué aux objectifs aura pour tâche de suivre les principaux problèmes du système éducatif, de préparer les programmes généraux d'action prévisionnels et de proposer les principales options de réforme au Ministre. Il devra, en outre, tenir un tableau de bord de l'exécution du plan et des programmes généraux d'action.

Les sept directions actuelles du Ministère (enseignements supérieurs ; enseignements élémentaire et secondaire ; personnels enseignants ; équipements ; administration générale et affaires sociales ; affaires budgétaires et financières ; bibliothèques et lecture publique) sont maintenues mais elles prennent le titre de "directions de projets et de moyens". Leurs responsables seront chargés de la mise en oeuvre des projets. Ils présideront les diverses commissions spécialisées et seront les interlocuteurs des partenaires habituels du Ministère. La réforme prévoit, d'autre part, la nomination de "chefs de projets" chargés de l'étude détaillée et de la mise en oeuvre des options retenues par le Ministre.

L'actuelle direction de la prévision sera remplacée par un "service d'informations économiques et statistiques" qui regroupera l'actuel service central des statistiques et une cellule, à créer, d'évaluation des résultats du système d'éducation.

Un service des relations internationales sera créé, regroupant des compétences qui relevaient jusqu'à présent, soit du chargé de mission aux relations internationales, soit de la direction des enseignements supérieurs.

354.32 (44) L'Education, 24-V-1973 ; C.P.

FRANCE : L'APPRENTISSAGE PRECOCE DES LANGUES VIVANTES

La prolifération anarchique des expériences d'apprentissage des langues vivantes à l'école maternelle et élémentaire a amené le Ministère de l'Education nationale à rappeler dans une circulaire de mi-mai dans quelles conditions devraient continuer ces expériences.

Afin d'améliorer cet enseignement, il parait souhaitable de respecter le schéma déjà arrêté (cf. News-letter/ Faits Nouveaux 5/71), à savoir :

- une période de sensibilisation selon la méthode dite naturelle pour le niveau pré-élémentaire ;

- une phase d'approfondissement suivie d'une phase de structuration pour le niveau élémentaire.

Les classes seront tenues par des maîtres qualifiés qui insèreront de trente minutes à deux heures par jour d'apprentissage de la langue étrangère dans leur horaire normal. Des enseignants étrangers assureront ces apprentissages là où les maîtres ne sont pas suffisamment qualifiés. Le contrôle et la synthèse des résultats obtenus par les maîtres français et étrangers sont placés sous la responsabilité des inspections générales des langues vivantes et de la formation des maîtres.

En attendant que puissent être appréciées, par les autorités qualifiés, les résultats pédagogiques des expériences d'apprentissage précoce des langues vivantes, aucune extension de ces expériences ne sera actuellement envisagée.

372.88 : 373.2/3 (44) Bulletin Officiel de l'Education nationale, 15-V-1973 ; C.P.

FEDERAL REPUBLIC OF GERMANY : EDUCATIONAL PLANNING AND BUDGETING UP TO 1985

In June 1973, after three years of intensive work the Federal-Länder Educational Planning Commission published its final report : the overall education plan for the period up to 1985, containing the goals for the reform of both the organisation and the content of education at all levels, and the budget which assesses the financial needs for the implementation of the plan. Five controversial drafts of this report had to be discussed by the Commission and its numerous working parties before this final report could be adopted, which still contains three minority opinions on important issues. The Interim Report of autumn 1971 (see News-letter 5/71) and the Report on Priorities of July 1972 have been incorporated into the final report.

The Commission, created in June 1970, is composed of representatives of the Federal and the eleven Länder Governments ; each representative of a Land has one vote and the Federal representatives together eleven votes. The Commission takes decisions by a three-fourths majority.

The final report has been submitted to the Prime Ministers of the Federal and the Länder Governments and if they adopt it by a three-fourths majority - which is expected to have happened by September 1973 - the plan becomes an agreed plan for all educational administrations. The Parliaments, of course, retain the right to decide on the degree and pace of implementation when voting the annual budgets.

Although the plan and budget which are contained in the report are not binding on the Federal and the Länder Parliaments, the importance of this general agreement on a long-term education policy should not be underestimated. For the first time, a national plan exists on which the Federal and the Länder Governments and the political parties which constitute them are agreed in principle : all previous national plans for the development of education were the work of experts without political responsibility. Furthermore, this plan includes for the first time detailed financial estimates so that everybody can find out how much reform he wants to buy.

EDUCATIONAL GOALS

Pre-school education : By 1980 kindergarten facilities should be available to 70 per cent of all three and four year olds. This, the report states, is the foreseeable demand : in 1970, only 27 per cent of this age group could attend pre-school education, whereas by 1975 this percentage should be raised to 52 and from 1980 onwards reach the 70 per cent level. The children/teacher ratio should be lowered from 20.4 in 1970 to 18 in 1975 and from 1980 remain at a constant level of 17. The new insights into early child development and compensatory and individualized education should be the guidelines for the reform of pre-school education.

In 1970, 54.3 per cent of all five year olds attended pre-school or primary school. This percentage should be raised to 70 by 1975, to 85 by 1980 and to 100 by 1985. The report holds that further experience is necessary to decide whether attendance should be made compulsory and whether the education of the five year olds should be part of the pre-school or primary system. A new pedagogy for the education of this age group must be developed, the report stresses, to make a fluid transition to formal schooling possible.

It is interesting to note that the report uses the term "elementary education" instead of the usual term "pre-school education".

Primary education : Learning by discovery, independent and group work, and induction into problem solving, are amoung the new methods which the report recommends for the education of the six to ten year olds. Due to the decrease in the birth rate which the report foresees, the total of pupils in this age range will drop from 3.99 million in 1970 to 2.71 million by 1985. This trend, together with the growing teacher supply will make it possible to improve the pupil/teacher ratio considerably (from 37 in 1970 to 23-19 by 1985).

Lower secondary education : This level comprises the fifth to the ninth school year, at which compulsory full-time education at present ends. However, the growing tendency to attend a tenth year must be taken into consideration. A general, academically oriented basic education must be given to all pupils at this level and premature entry into specific types of school must be avoided. Individual interests and abilities must be taken into account by offering an increasing differentiation on the basis of optional subjects and courses at different levels of achievement.

On these principles the Commission was in agreement. However, the Federal and the six Länder Governments of the Social-Liberal coalition were of opinion that the realisation of these principles can only be achieved by integrated comprehensive schools, whereas the five other Länder Governments (Christian-democratic Parties) preferred to postpone the decision until the evaluation of the current experiments with comprehensive reorganisation has been completed. There was also a divergence of opinion as to whether the first two school years at this level, to be combined in an orientation stage, should be organised independently of or within the three existing school types - the latter being the policy of the other five Länder.

All-day schools, which in 1970 were attended by only 0.4 per cent of pupils, should be introduced to cater for 15-30 per cent of pupils in lower secondary education by 1985.

Upper secondary education : The report limits itself to general recommendations for the education of the 16-19 age group whether in general, technical or vocational education. It advocates experiments on the possibilities of integrating general and technical/vocational education and demands that academically and vocationally oriented studies should be considered of equal value. It stresses the necessity of providing for a better education of the early leavers who have entered gainful employment without training.

Teacher education : The report stresses the need to train teachers not for a specific school type as at present, but for the primary, lower and upper secondary levels. Subject studies must be complemented by courses in educational and social sciences. The induction period should be of 18 months' duration. However, differences of opinion on the necessary teacher qualification for secondary education could not be overcome.

Post-secondary education : The report includes under the term "tertiary level" academic and other post-secondary courses. It underlines the necessity to increase the provision of three-year academic courses and to reorganise universities and colleges into comprehensive universities by integration or by provision for closer co-operation. Particular stress is laid on the reform of study programmes and curricula.

The following expansion is foreseen :

	1970	1980	1985
First-year students of German nationality as a percentage of the corresponding age group	14.2	20-22	22-24

	1970	1980	1985
Total number of students (in 1000)			
- of German nationality	475.8	736-789	876-961
- of foreign nationality	27.5	46	54
- Post-graduates	-	28	40-42

Permanent education : The report underlines the need to expand the provision for life-long learning. The various institutions active in this field should co-operate more closely. Courses should be designed according to the units/credits system and educational leave should be introduced by legislation.

FINANCIAL ESTIMATES

In September 1972, the Prime Ministers agreed to raise educational expenditure (including academic research) from 29.2 million DM in 1970 to 53.6 million DM in 1975. However, the report proves that at least 57.2 million DM are needed in 1975 to implement the overall education plan and in particular to carry out reforms currently being introduced. As for the period up to 1985, the report foresees an increase of educational expenditure as a percentage of GNP from 4.8 in 1970 to 7.7 in 1985.

37.014.542 (430.1) Bildungsgesamtplan ; Akademischer Dienst, 1973, p. 278-294; v. M.

FEDERAL REPUBLIC OF GERMANY : RECOMMENDATIONS ON PRE-SCHOOL EDUCATION AND SCHOOL AUTONOMY

The Education Council (Bildungsrat) recently published two important recommendations which both develop in greater detail and for a specific field the general ideas of its overall reform place, the "Strukturplan" of 1970 (see News-letter 3/70). The first recommendation, published in May, concerns pre-school education (Zur Einrichtung eines Modellprogramms für Curriculum-Entwicklung im Elementarbereich, p. 185). This recommendation was drawn up by the Council's Education Commission, composed of 17 independent experts, after consultation with the Council's Government Commission in which the Federal and the Länder Governments are represented.

Pilot projects for pre-school education

The Education Commission recommends the development of a phased five-year plan to create 100-120 pilot kindergartens. Each kindergarten should care for up to 60 children and its staff should comprise six teachers and two or three educationists, psychologists or sociologists. Programmes and curricula should develop on the spot with the staff co-operating with the parents and the children.

Ten to fifteen pilot centres should be established on a regional basis, each to co-operate with six to twelve pilot kindergartens and to co-ordinate their activities. At the centres working groups for evaluation should be created. The working groups would be composed of some six to twelve academics of various disciplines, have councelling functions for all kindergartens in their region and be involved from the very beginning in the design and development of the programmes and curricula which it is their task to evaluate. Thus a new type of action research would be launched in which the researchers are linked to the teaching teams and development and evaluation are no longer separate procedures.

The numerous pre-school experiments at present being sponsored by the municipalities of the Länder should be taken into consideration when elaborating the new programmes or be incorporated into the pilot projects. The centres should co-operate closely with research institutes at the universities or colleges of education.

At the national level there should be a programme committee elected by the staff of the pilot centres to elaborate annual plans for the whole pilot scheme, and an administrative committee to deal with organisational and budgetary matters. Finally there should be an information office to ensure the flow of information

within and outside the scheme ; all activities and all results should be accessible to the larger public at any time.

These are, in summary, the organisational aspects of the scheme which are developed in great detail in the recommendation. The Education Council hopes that such a system of pilot projects might overcome the deadlock between reformers and anti-reformers and promote a political consensus on the generalisation of pre-school innovations which have stood the test of objective evaluation. This approach might also open up new perspectives for European co-operation based on similar national systems of pilot projects and their analysis and comparison.

The recommendation, which throughout uses the term "education at the elementary level" rather than "pre-school education", is mainly concerned with the three to four-year olds. The five-year olds should, in the Council's opinion, be educated in primary schools - which is of course a long-term objective. The recommendation does not contain any concrete proposals for curricula although it deals in great detail with the goals and methods of pre-school education : the development of curricula must be reserved for the individual pilot projects, it stresses.

The recommendation also contains detailed cost estimates. The expenditure for the pilot scheme which should by 1977 have some 1,400 full-time staff, would amount to 118-154 million DM for the five-year period up to 1977.

School autonomy and participation

The second recommendation, adopted by the Education Commission at the end of June, deals with a subject which is highly controversial on the European continent : the autonomy of the school. For the first time in the history of the Council there was a minority opinion of five of its members and a dissenting note for record by another member when it came to the adoption of the recommendation.

The recommendation holds that the publicly maintained school must cease to be a centrally administered unit within the state machinery. The centrally prescribed curricula should be replaced by guidelines comprising two grades each and leaving room for experimentation. One tenth of instruction time should be left at the free disposal of the individual school. Curricular matters should be decided on the basis of the guidelines by the teachers' conference.

Pupils should have the right to elect their representatives, to co-operate in the planning and execution of the curricula, to criticise the teachers and should not be prevented from engaging in political activities. The representatives of pupils and parents should be allowed to participate together with the teachers, whose representatives should retain the majority of votes, in the School Conference which would hold the supreme decision making power in the self administration of the individual school.

Each school should have its own statute which it would choose from a variety of alternatives to be offered by the central administration. The headmaster should be nominated after he or she has been proposed or elected by the respective school and a collegiate directorship should be possible. The school budget should leave a certain amount of its total allocation at the free disposal of the school.

The inspectorate should be developed into a councelling body.

When adopting this recommendation the Education Committee was aware that it was, for the German school system, a revolutionary and almost utopian proposal. It therefore recommended a gradual introduction within a long-term perspective.

It is interesting to note that the recommendation coincides with a Declaration adopted in June by the Standing Conference of the Länder Ministers of Education, on the position, rights and duties of the pupil at school. This Declaration summarises the present situation and contains a number of slightly more liberal provisions.

Whereas the pre-school recommendation of the Education Council has met with universal approval, the second recommendation has, as was to be expected, roused enthusiasm on the left, condamnation on the right and hesitation in the middle field.

373.2 (430. 1) Deutscher Bildungsrat, Empfehlungen ; Deutscher Akademischer Dienst, p. 311/73; v. M.

FEDERAL REPUBLIC OF GERMANY : CONSTITUTIONAL LIMITS TO THE REFORM OF HIGHER EDUCATION

The Federal Constitutional Court holds the supreme power of interpreting the Constitution and thereby of deciding whether legislation is in conformity with it and thus valid or not. At the end of May the Court passed a judgment on university organisation in which it defines the constitutional limits to participatory democracy in higher education. One of the implications of this judgment is that legislation and statutes which are contrary to the Court's decision will have to be altered accordingly.

The Court had to settle an appeal by 389 university professors against Lower Saxony's University Reorganisation Act which they claimed had deprived them of their basic freedom to pursue academic research as guaranteed by the Federal Constitution. The Court ruled that certain parts of the Act were incompatible with the Constitution and stated that the legislator in reorganising the self-administration of universities and other institutions of higher education by collegiate bodies had to respect the following limits set by the Constitution :

- Bodies deciding on matters related to teaching (study programmes, curricula, examinations, etc.), must be so composed that the representatives of the professorial staff (Hochschullehrer) can muster half the votes.
- If decisions on matters of research or of the appointment of professorial staff have to be taken, the professorial representatives must be able to dispose of the majority of votes.

On the other hand, the Court stated that the constitutional freedom of academic research did not exclude the participation of students, assistants and other staff in the self-administration. The "group university" in which governance is exercised by the elected representatives of students, assistants, professors and other staff, is compatible with the Constitution provided that the limits concerning teaching, research and professorial appointment are respected. Within these limits the legislator has sovereign power to organise higher education in accordance with the preferences expressed by the electorate.

The Court's judgment coincides with a widespread disappointment with the university reform in the Federal Republic. When the principle of equal representation of professors, assistants and students was adopted by the Länder in which the Social Democratic and Liberal parties hold the majority, it was hoped that modernisation of the traditional university could be achieved by giving no group a majority so that the better arguments could prevail. Although much reform work has undoubtedly been accomplished, a number of universities have fallen victim to endless strife and student violence. In these universities academic work has decayed and as a result the reform movement has been discredited in public opinion.

Will the Court's decision contribute to overcoming this deadlock ? This is doubtful. First, the Court was not unanimous in giving its ruling. Two judges have put on record a rather convincing minority opinion stating that the constitutional principal of freedom of academic research cannot be interpreted as conferring a privileged position on the professorial representatives in the university bodies : this freedom is a general principle which guarantees the plurality of approaches to knowledge and its distribution, but it does not prescribe any specific university organisation.

Secondly, the Court has no power to define the composition of the professorial body which is to be privileged by the research freedom principle. The Court demanded that the body of professors "who represent their academic subject in independent teaching and research" must be composed in a "homogeous" manner. What about those professors whose sole activity is in teaching ? Do the newly created assistant professors who have a doctoral degree but no "Habilitation", belong to the professorial body ?

All Länder legislation on higher education and all statutes which diverge from the principles the Constitutional Court has established, will now have to be changed - this will certainly meet with the resistance of the student movements and with the opposition of the non-professorial academic staff.

The Federal Frame Bill on Higher Education which had to wait for the Court's decision, will be resubmitted to the Federal Parliament in the autumn. It was prepared in 1970/71 to ensure uniform progress of reform in all institutions of higher education of the Länder, but could not be enacted by Parliament before the

general elections of 1972. From what was known about the content of the Bill by the end of June, it will conform to the Court's principles, but will stipulate that the assistant professors belong to the professorial body. The Bill will concentrate on the limitation of study duration : in future the first academic degree must as a rule be obtained in three years. It also provides for intermediate examinations to be taken during all study courses. Finally, the Bill will contain detailed regulations on admission to higher education and "numerus clausus".

It is hoped that this new middle-of-the-road approach will contribute to solving the problems created by unprecedented expansion, social change and random reform.

37.014.3 : 378(430.1) Die Deutsche Universitätszeitung, No. 12/73 ; Die Zeit, 8-VI-73 ; v.M.

NETHERLANDS : THE NEW MINISTER ON THE SOCIAL FUNCTION OF EDUCATION

Professor J.A. VAN KEMENADE, newly appointed Minister of Education, has recently given his personal view on certain major educational issues.

He suggested that educational renewal should be placed in the perspective of the promotion of social equality through education. Education in all its ramifications should be such that it enables the pupil or student to grasp his own social situation. One of the most important aspects of the inequality in present day society is the unequal opportunities that groups or individuals have of taking part in decision-making, political or otherwise. Many people are unable to see their own social situation in perspective and have not learned to recognize social problems as problems which demand a political choice. For them their social situation is an accomplished fact which, though frustrating, is unalterable and beyond their control. This attitude leads to apathy. Education unfortunately contributes little to the social awareness of pupils and students. In fact, it tends to accentuate powerlessness and inequality.

Present education systems, the Minister felt, paid little explicit attention to social phenomena, emphasized the acquisition of knowledge for its own sake rather than the social significance or consequences of that knowledge, and perpetuated divisions between the various subjects taught with the result that integration of several points of view could only take place by chance. It is this integrated approach which is just what is needed to obtain a grasp of the social reality within which knowledge functions. If the social function of education is to be improved, it is not enough to introduce subjects such as civics or social studies, however important these may be in themselves. Efforts should be made to achieve greater integration of disciplines, functional curricula and educational processes in which pupils are not only expected to be dependent and respectful but also independent and productive.

Knowledge quickly becomes out-of-date ; social mobility, both horizontal and vertical, is increasing, and people are faced with decisions and choices which until a short time ago could not have been foreseen, and for which there are no ready-made answers, either institutionally or morally. Education should be tailored to this social situation, and Professor VAN KEMENADE considered that the concepts of life-long learning and recurrent education offered the best line of approach.

As for the "end values" of education, traditional middle-class values in particular, which have long predominated in education, have lost a great deal of their validity for many, especially amongst the young. The traditional system of values has acted as a brake on endeavour to provide equal opportunities for optimal fulfilment, especially for children from socially and culturally deprived backgrounds. In consequence, it will be necessary to learn to accept in education a larger measure of plurality in the matter of norms and values. The all too often found divergence between the value systems of educational establishments and the values of pupils, students and their families will have to be avoided as far as possible in the future. This requires that the values of the school be made much more explicit and that there be active involvement of parents and pupils.

37.014.53 (492) Statement, W.F.B.

NETHERLANDS : HIGHER EDUCATION REFORM BILL

One of the last acts of the Minister of Education and Sciences in the former government, Mr. C. VAN VEEN, was to submit an extensive bill on the development of higher education (see News-letter 1/72 for the first draft) to Parliament, and also to interested bodies who were requested to submit their comments by 15 December 1973.

The bill envisages that in the short term the various institutions of higher education (university and non-university) will work in close collaboration and will offer courses that will permit students to transfer easily from one institution to another. Each institution would, however, retain its identity, co-ordination rather than integration being sought. Collaboration between university and non-university establishments would proceed on a voluntary basis. A joint council would be set up in the institutions concerned to advise on the organisation of teaching and examinations at the various study levels and on the integration of students who transfer from one institution to another. In the long term there would be a reformed system of tertiary education capable of meeting the needs of all those above the age of 18 years.

The bill proposes a study period of four years - a propaedeutic year followed by three further years - and the whole course would culminate in a first academic degree. The propaedeutic year, during which the greatest number of student transfers would normally take place, would serve as a basis for selecting those who would be permitted to go on to further studies. Once this hurdle passed, selection/elimination would receive far less emphasis.

At the end of the four-year period, certain post-graduate courses are proposed. There would be courses for certain professions (medicine, dentistry, accountancy, etc.) ; a one-year introductory course for students wanting to take a second degree ; 3 - 4 year assistantships for research trainees ; facilities for those in employment who require refresher/retraining courses.

It was the intention of the sponsors of this bill that it should constitute a major step towards tertiary education for all. Although the bill was the work of the last government, it should be noted that the present Minister of Education, Dr. J.A. VAN KEMENADE, acted as a consultant to the ad hoc Committee which drew it up.

37.014.3 : 378 (492) Voorontwerp van wet ontwikkeling hoger onderwijs ; A.A. ; W.F.B.

NORWAY : ASSESSMENT IN THE REFORMED UPPER SECONDARY SCHOOL

According to the proposals now before Parliament for a reform of the upper secondary school (see News-letter 2/72), the tasks of planning, carrying out and assessing the experiments for the new type of school are the responsibility of the School Research Council. One of the key areas is that of examinations and assessment, and in 1971 a Working Party on assessment in the new upper secondary school was set up, with representatives from the Upper Secondary School Council, the Federation of Upper Secondary Teachers, and of other groups of teachers and upper secondary school pupils. This group was to have submitted its findings by 1st January 1972 ; but being unable to agree, could only put forward two divergent series of proposals, which a new Working Party, set up by the government, will take as its starting point for proposals to be submitted by Christmas 1973.

The Proposals of the Working Party of the School Research Council

Although the group divided its report into a majority and minority view, based on differing points of view, both sections agreed on a list of principles of assessment :

- Assessment must be related to goals. However, these goals should not be laid down in too much detail as this might lead to excessive uniformity in teaching.

- The main emphasis should be laid on informal methods of assessment, with the aim of assisting the education of the individual, and not on a formal (exclusively mark-based) assessment, with the aim of classifying groups of individuals.

- It is not feasible to establish an absolute national norm. However, it is desirable to arrange that assessment should be nationally comparable. The majority of the Working Party would like this to be achieved through a nation-wide discussion of assessment among teachers, while the minority holds the view that statistical data from previous years, analysed by a central institution, would be sufficient.

- Marking should be retained. However, the majority recommends a three-point scale, whereas the minority wishes to retain the present six-point scale.

- Examinations should also be retained. The Working Party was unanimous in its desire for new types of examination. However, the majority recommended that more opportunities should be given for examination in groups, and that more time should be allowed for taking examinations ; while the minority sought a reduction in the number of examinations.

The majority's view-point

- The majority felt that it was important to institute an examination system which would lead teachers to concentrate more and more on independent work by individual pupils.

- The majority was absolutely opposed to any centralisation of examining aimed at achieving national norms. This would lead to a pupil's education being exclusively derived from text-books, an idea which is incompatible with those on which the reform of the upper secondary school is based.

- The majority recommends a marking system for five subjects : Norwegian (compulsory for everyone), one modern language, one scientific subject and two optional subjects taken from either the sciences or languages. The marking system would comprise three grades : very good, good, adequate. (No recommendation was made for pupils who "fail" to achieve one of these grades. They would either have to sit the examination again or have no grade mentioned in the subject concerned. This problem will have to be reconsidered by the new Working Party). Pupils would be graded on examination performance in three subjects and on individual course work in two subjects.

- Pupils would have the option of taking examinations in groups. An examining board of three teachers (two from the school and one from outside) would assess joint course work and examine individuals orally.

- A pupil's course work should be submitted for one of the optional subjects in the course of the second year of upper secondary school, and for the other during his third and final year. His course work would be assessed by two teachers from his own school.

- A secondary school leaving certificate would be given to each pupil at the end of secondary school, mentioning the subjects he has studied and the grades he has obtained.

These recommendations involve an increase in the teacher's work on assessment. For this reason it would be essential to include a study of assessment in the training of teachers and to provide special in-service courses for those already qualified. The majority would also like to see schools exchanging their experiences, perhaps in a journal which would publish exam results, and the experiences and ideas of teachers on assessment.

The minority view

- The minority thinks that the six-point marking system, which was introduced quite recently, is simple and rational ; and though not denying the value of informal assessment, considers formal assessment of greater importance.

- The minority would like the number of examinations to be reduced, and a central experimental institute to be set up to organise examinations nationally.

- The minority feels that pupils who wish to study more than the compulsory five subjects should have the option of obtaining grades in these subjects.
- Given that the content of the various subjects will certainly change when the new law on the reformed upper secondary school comes into operation, the minority feels that new types of examination should be tried. It recommends that experiments should be begun in a number of schools with examinations in groups, examinations spead over a week, access to books and papers during examinations, and combinations of written and oral examination.

An international issue

The use and abuse of examinations has recently been the subject of lively debate in many countries and in particular in Scandinavia, e.g. in Denmark (see News-letter 5/72), Finland (see page 10 of this issue), and Sweden (see News-letter 6/72).

371.26 : 373.54 (481) Forsksnytt 4/1973 ; J.A. ; P.L.

NORWAY : INTRODUCTION OF A FIVE-DAY SCHOOL WEEK

A five-day week is to be introduced for all those comprehensive schools where material circumstances permit and where a large majority of teachers and parents have given their consent. The Ministry of Education has announced that not one local community objected to the institution of a five-day school week, and in consequence ninety per cent of comprehensive pupils will benefit from this innovation. For the remaining ten per cent, the preventing factor is a lack of space.

A spokesman for the Norwegian Federation of Teachers said that this new measure had been generally well received by teachers. The time-tableing problem had been solved by reducing working hours from 36 hours spread over six days to 30 hours over five days. The quality of teaching is not expected to suffer any consequent ill effects, since none were found in those schools which have previously experimented with the five-day week.

This measure is expected to be extended to the upper secondary school as soon as the upper secondary school reform bill (see News-letter 2/72) becomes law. However, this bill has now been debated in Parliament all this year, yet has still to obtain approval.

371.214.27 (481) Aftenposten 22-V-1973, 18-IV-1973 ; J.J. - P.L.

SPAIN : THE NATIONAL DISTANT STUDY UNIVERSITY'S FIRST STUDENTS

Spain's National University for Distant Studies (UNED), which was first outlined in the 1970 General Law on Education, came into official existence by decree in August 1972, with the aim of "giving access to higher education to all those who, by reason of their place of residence, work obligations or any other reason are prevented from attending university" (see News-letter 2/72). Having passed through the hands of a Planning Commission and been integrated into the Third Development Plan, the UNED emerged in January 1973 in a sufficiently advanced state to accept its first students.

By the terms of the 1972 decree, the UNED will initially possess only four faculties : those of Letters and Philosophy, Science, Law, and Economic and Management Sciences. Its area of operations would include all metropolitan Spain and its overseas territories, as well as Spanish nationals outside the national territory. The UNED would be established in Madrid, and the necessary Regional Centres, providing supporting lecture halls, study rooms, libraries and resources centres, would come into existence when and where the

numbers of students reached an appropriate level. The decree required all students of the UNED to hold the qualifications necessary for entrance to Spain's conventional universities (the bachillerato or its equivalent), but promised special preference to applicants who were at present excluded from higher education either because no university place in their subject was available to them within a reasonable distance of their homes, or because they had insufficient means to cover the inscription fees. Finally, the UNED was bound to ensure compatibility between its courses and those of the conventual universities.

In addition to the general legal objectives so decreed, the UNED itself in its own publicity material stressed its role in the general context of educational reform, in :

- increasing equality of opportunity in higher education ;
- facing the problems caused by low standards in certain private institutions of education, and ensuring that higher studies are socially and economically worth while ;
- relieving congestion in the universities ;
- exploring and perfecting new teaching methods ;
- providing those who have cut short their university studies with a second chance ;
- creating the infra-structure for lifelong education ;
- overcoming the difficulties of lack of money, work obligations, distance, and illness, which prevent many otherwise qualified from attending university ;
- individualising higher education, since the methods employed permit the major part of time and teaching to be devoted to the individual.

Furthermore, the university hopes in the long term to break up the traditional isolution and compartmentalisation of education and to bring it closer to real life situations ; and eventually to offer courses at every level from technical training to doctorates, to everyone irrespective of previous academic qualifications.

Pending the opening of its own Madrid headquarters, the UNED is installed at the University of Madrid. Regulations, building standards and staffing norms have now been drawn up for the Regional Centres which will eventually be so distributed over Spain that no place will be further than 75 km away from a Centre. In the immediate future, they will be established first in those places where the absence of other facilities (such as existing universities) or the density of students gives them priority (the creation of the four new universities of Cordoba, Malaga, Santander and Extremadura will also have a certain influence on this policy). The first Regional Centres will be established in Las Palmas (Grand Canary), Barcelona (with a branch at Lérida), Pontevedra (Galicia), Cádiz (Western Andalucía) and Granada (Eastern Andalucía).

No limit has been set either on future numbers, or on admission to the first courses, offered so far only in the Faculty of Letters and Philosophy. These will initially lead to the 2-year Diploma of University Studies, and accepted the first students in January 1973. There were 8,689 applicants, spread remarkably evenly over the whole country ; although Madrid had a clear preponderance, applicants from the capital made up only 12.5 % of the total. The less industrialised south provided over 40 % of the applicants.

A large majority (nearly 70 %) are over the age of 25, bearing out the emphasis which the UNED laid on maturity in its advertising. However, perhaps inevitably reflecting the comparatively high level of secondary education required as an entrance qualification, over 60 % of applicants come from the civil service (a profession which includes teachers), while salaried staffs, managers, members of the liberal professions and of the religious orders make up another quarter of applicants. The benefits of the new University will thus clearly go in the first instance mainly to those whose social background and previous education, if not their age, differs very little from that of the students and graduates of the conventional universities. A third of the applicants were women.

The admission requirement for all university studies was modified in 1971 to allow a twice-yearly examination for university entrance for those over 25 years of age who do not possess the bachillerato. Selection is based partly on evidence of continued studies, and partly on tests of general cultural knowledge and of intellectual ability. For this "special entry", bridging courses are offered to introduce mature students

to higher studies. These courses, which are also being offered by the UNED in 1973, will obviously form a major part of its activities, given the high proportion of over-25s who have applied there.

Although the situation and objectives of the two institutions are, in some important respects, divergent, some comparisons with the British Open University (up to a point the model of the Spanish one) may be instructive.

Of the Open University's first students, admitted in 1970, only 27 % were women and only 10 % under 25. This last group had the highest withdrawal rate among applicants before final registration. An analysis of the 1971 intake by profession showed that almost 40 % were teachers, and over 10 % housewives, while administrators and managers, members of the professions, scientists and engineers made up a further 22 %. Only 15 % were technicians or employed in industry, trade, retailing or clerical and office work.

To some extent in accordance with the predictions of the Open University's senior officers, these trends have been slightly modified lately, as the University's selection policy and the cumulative effects of its advertising have taken effect. In 1973 35,000 applications were received for a total of 16,000 places, of which 43 % were from women ; and an appreciably larger proportion, almost a third, of applicants were technicians or shop and clerical workers. The University's selection policy is adjusted every year to prevent any area or occupation from achieving too great a preponderance, and no previous academic qualifications are required of entrants, although course exemptions are granted for relevant previous studies. The University now has 38,000 registered students and is by far the largest in the United Kingdom.

900 students have just been granted the Open University's first degrees. Suggestions are now being made for the "school without walls" principle to be extended to other major fields, such as industrial training and both general and technical secondary education, where the techniques which have now been proved at university level could prove equally efficient and cost-effective. A development of this kind, supplementing the existing provision of adult education through radio and television, may be envisaged by a study group of Danish members of Parliament which is to visit the Open University towards the end of the year. Thus the momentum of the open education movement may be expected to increase in the years to come.

37.018.43 : 378

Didascalia, January 1973 ; Reports; P.L.

SWEDEN : INTERNATIONALISING HIGHER EDUCATION

"Today there is already a gap between the demands of internationalisation and the adaptation of education to these demands. The process of internationalisation will lead to a widening of the gap unless international perspectives can be allowed to perpeate education to an ever-increasing degree. " This is the message of the preliminary report of the Internationalisation Committee appointed at the beginning of 1972 by the Office of the Chancellor of the Swedish Universities to propose steps to internationalise higher education in Sweden. In its report published in February 1973 in Swedish and now available also in English the Committee gives evidence that there is a growing international element in the professional work of practically all university graduates, and states that almost all the seventy different interest groups consulted (employees' and employers' organisations, public authorities and student and youth organisations) considered that there was a great need for increasing the international dimension in university education. But the Committee felt that up to now organisational and quantitative aspects have dominated university planning, rather than educational content, and even this has rarely considered the significant problems in society, least of all international society.

The ten-man Committee, chaired by Mr. Bertil OSTERGREN (former Director of the Swedish Confederation of Professional Associations), was asked to analyse the motives and objectives of increasing the international elements in higher education, in particular in relation to needs for international or other foreign service, international knowledge necessary for certain professions (e. g. teachers, journalists, public and private

officials), and the broad social need for an increased understanding of conditions in other countries. The Committee was also to make a survey of work by Swedish students abroad, and by foreign students in Sweden, and of international exchanges of teachers and researchers. Its preliminary report will now be circulated to the seventy "interest groups" involved and to all universities and colleges for general public discussion, and the Committee will make a final report in the first half of 1974.

The report stresses the high degree of internationalisation already achieved in modern society and considers this a process which will inevitably continue and extend. The Swedish economy is highly internationalised, and 75 % of its net industrial production is exported, principally to Britain, West Germany, the U. S. and Scandinavia. The relative cheapness of travel, the global spread of information, and the immigration of foreign workers are also cited as factors in the internationalising process, and the conclusion is drawn that many areas of politics and government are affected. The Committee makes a point of saying that it started not with a neutral attitude to this process, but with the definite belief that internationalisation is desirable and should be encouraged.

In its recommendations, the Committee distinguished three components : attitudes, knowledge and skills. "All learning is attitude-creative", but hitherto the creation of positive attitudes towards other countries has been left exclusively to the schools, which have an obligation" to furnish pupils with an interest in the surrounding world that will lead to personal involvement and a sense of international responsibility". But in the Committee's opinion this laudable general objective, partly because it has concentrated too much on one subject, social studies, has been fatally diluted and weakened in daily practice. Besides suggesting certain remedies, the Committee wants universities to take up the task of internationalisikng their own curricula, especially through local interest and local initiatives.

In particular the Committee points out that although students arrive at the university with a ten-year study of English, and between two and six years of German or French behind them, university teachers complain frequently about the lack of language skills in their students. Moreover it was a very common opinion among employers' groups that the language skills of university graduates are insufficient to meet the demands of the world of work. It was felt that language teaching was too literary and there was a severe shortage of speakers of French, German, Spanish, Russian and Japanese. The Committee believes that universities cannot be satisfied with the linguistic foundation created in the schools, and recommends that

- all university students should read, write and speak at least one foreign language, normally English, fairly fluently in their own vocational field,
- those who have studied French or German at school should be encouraged and enabled to improve their skills in these languages with reference to their vocational field,
- instruction should be provided in several different languages and at several different levels of competence,
- language skills should be complemented by broader communication skills.

The Committee also feels that in many professions the ability to carry out comparative analyses and international information enquiries is necessary ; that there is a need for speakers of the major non-European languages, the major immigrant languages, and the most important languages of the developing countries ; and that the monopoly of English, which has led to a certain one-sidedness in Sweden's international relations, should be ended. Finally, the Committee feels that teaching in a foreign language and the use of foreign texts must be much more closely integrated into normal subject studies, over and above language courses.

In this context the Committee has already issued in November and December 1972, two detailed practical proposals for new degrees in area studies, and in international economics and business studies.

The Committee also wants the subject content of almost all the common degree subjects to be internationalised : firstly by introducing into each degree course an international analysis of the problems and the political, social, economic and religious structures which influence the practical application of that

particular branch of knowledge in different countries. Secondly, the content of the various courses could be altered to bring in more descriptive material from foreign countries, and to present theories, problems and solutions which facilitate international comparison and bring out international social and economic interrelations. The Committee presents detailed proposals for changes in the curricula for law, the humanities, the social sciences, the natural sciences, engineering, journalism, medicine, agriculture, forestry, and the education of social workers.

The Committee suggests that certain international studies have been neglected up to now, and without becoming new degree subjects, should certainly be integrated into existing ones. Employers and other interested persons have suggested that special international studies should primarily take the form of extension courses for those already employed. The Committee proposes new courses with an international bias in educational planning, foreign and international law, history and literature, social work in Sweden and abroad, political economy and development theory, economic geography, social anthropology and political science, Latin American and East European studies, land surveying, civil engineering and architecture, technology in developing countries, tropical medicine and tropical agriculture. Some of these might eventually be expanded into full degree programmes, depending upon demand. The Committee particularly suggests that international studies should cross the boundaries of disciplines as much as possible so that courses in international economics and trade, for example, will be available to engineers and social workers. The social sciences should develop a service function in relation to other disciplines, whose students should be able to benefit from social science courses with an international approach.

On the vexed question of which countries university students should learn about, the Committee thinks it necessary to face the fact that Sweden's economic and other relations are mainly with the Scandinavian countries, Western Europe, and North America. But it considers that Sweden's future economic interests as well as her global responsibility concerning the problems of world peace, the population explosion, the world environment, and the distribution of wealth would not be served by an exclusive concentration on existing geographical and commercial links.

The Committee considers it urgent to expand information and documentation on university education in other countries, not only to simplify exchanges but also to promote a structural harmonisation of degree levels and general approaches. The Committee hopes to examine exchange facilities in detail later on, but in the meantime recommends that

- study allowances for Swedish students should be made tenable at universities outside Scandinavia,
- exchange facilities should be developed primarily for teaching staff, and particularly younger teachers,
- Swedish universities should employ foreign teachers to a greater degree and not just as isolated guest-lecturers,
- teaching and research chairs and special institutes concentrating on international subjects should be created,
- library resources and the training of university teachers ought also to be internationalised,
- the office of the Chancellor of the Swedish Universities and each university and professional school might have an international secretariat to administer teacher exchanges, opportunities for study abroad, exchanges of documentation and information, and the international validity of examinations and degrees.

In his preface to the report, Hans LÖWBEER, the Chancellor of the Swedish Universities says "first and foremost I hope that we will receive comments and criticism from persons and organisations in other countries".

37.014.256 : 378 (485) Report, P.L.

SWEDEN : SUCCESSFUL EXPERIMENTS WITH RADIO AND TELEVISION

The final report of the Committee for Television and Radio in Education (known as the TRU Committee) was submitted in April 1973, and is now also available in English. It gives an account of the results of TRU's experimental activities between 1967 and 1972, carried out at a cost of something over 16 million Swedish crowns.

In 1967, the Swedish Minister of Education appointed the Committee. Technical developments and the encouraging results of experiments, both in Sweden and abroad, in the use of new media in education, had raised hopes that these audio-visual aids would make education more efficient, both as regards the achievements of the students and the rationalisation of the educational system. The Committee was to study the effects of broadcasting and the new media both in adult education and with school and university education.

The Committee was not meant to initiate basic research work : but to plan and conduct experimental projects, concentrating, through its own production unit, on the development, production and evaluation of teaching materials in which television, radio, or video- and audio-tape are integrated parts. The members of the Committee were representatives of educational authorities and the voluntary adult education associations. The chairman was the former Minister of Education, Dr. Ragnar EDENMAN.

A first, interim report was submitted in May 1971. Its principal recommendations dealt with the organisation of state-assisted production of broadcast education systems. The Committee suggested that its production unit be incorporated with the Schools Broadcasting Section of the Swedish Broadcasting Corporation's educational programmes unit, to form a state-run production unit outside the Swedish Broadcasting Corporation under the direct control of the Ministry of Education.

The regular education system

The final report gives an account of the experiments in the secondary school which coincided with the introduction of new curricula, and which concentrated on individualising instruction and reducing the time spent by teachers in transferring information. In higher education, and in labour market training the greatest need was for teaching materials in comparatively new vocationally oriented subjects. However in both sectors, projects concentrated at an early stage on making the overall learning situation of the students as efficient as possible. The starting point of this work was a detailed description of the aims of each course. This depended in higher education on the work of groups of experts at the office of the Chancellor of the Swedish Universities on new or revised syllabuses, and in school education on that of specially appointed planning groups composed mainly of teachers.

Pre-school sector

A large proportion of the children aged 5 to 6 years who did not attend any nursery school, saw the television programmes, which were also used in many nursery schools. They interested the children in a high degree, and the series for parents, closely linked with the children's pre-school programmes, were also popular.

Adult education

The statistics available give only an indication of the impact of the twenty-four courses or series of programmes for adults broadcast between 1967 and 1972. However, an average of 250,000 persons probably watched the television programmes and some programmes had over 600,000 viewers. Over 50,000 correspondence courses were sold in conjunction with the TRU courses, 56,000 study-circle members were enrolled in circles using TRU materials, and 873,000 copies of course text-books and booklets were sold. The Committee felt these to be good results.

The Committee denied that it was possible to conduct any comprehensive cost-benefit analyses of development work of this type because it was difficult to measure its educational quality. But in several cases the TRU products produced appreciable rationalisation gains :

- courses were shortened,
- the effort required for planning courses was reduced and new courses could be introduced more quickly,
- cuts in teacher-supervised instruction have been achieved.

In terms of quality, the Committee felt that the trials could not be expected to give unequivocal "proof" that multi-media systems were "better" than traditional teaching. But the teaching materials worked and were improved, the overall educational aims were achieved, educational results were satisfactory, and in some cases better than previous ones. The Committee therefore recommends that

- development work should be continued in close contact with various teaching bodies and with local authorities,
- grants and budgetary procedures should be changed to give decision makers more freedom of choice between different forms of teaching and to allow fuller use to be made of the advantages of multi-media systems,
- the TRU production unit, with its ressources in materials and experience, should remain in being and serve as a consultative unit for local and central productions,
- in adult education, production and broadcasting must be accompanied by extensive information, service, and outreach activities, and highest priority should be given to those whose formal education was most deficient.

At the end of 1971 a new Committee for Further Radio and Television Activities in the Educational System (now known as TRU 2) was set up by the Ministry to carry on the development of educational technology and both TRU reports have been handed over to it.

371.684+371.687 (485) Report, P.L.

UNITED KINGDOM : CHANGES PROPOSED IN SIXTH FORM EXAMINATIONS

Proposals have been announced for a complete reform of sixth form examinations and curricula. If adopted those proposals would result in the creation of a Certificate of Extended Education for those staying only one year in the sixth form, and of new examinations in a five-subject course at Normal or Further level to be taken at 18 plus. These are the separate, but largely similar, recommendations (x) of two working parties - the Schools Council (Second) Sixth Form Working Party, under Dr. Eric BRIAULT, and the Joint Working Party of the Schools Council and Standing Conference on University Entrance, under Dr. Clifford BUTLER.

In 1970 (see News-letter 4/70) the Schools Council rejected recommendations by the same working parties for examinations at Q and F levels (a qualifying examination in five subjects for everyone after one year in the sixth form, followed by a further examination at 18 plus).

The working party under Dr. BRIAULT recommends that there should be a new single-subject examination known as the Certificate of Extended Education (CEE) which should cater for pupils not intending to follow a two-year sixth form course. The examination, which the working party envisages as a single-subject examination, would therefore normally be taken at 17 plus, but no upper age limit would be imposed. There should, however, be a lower age limit - one year higher than the Certificate of Secondary Education lower age limit. The syllabus for each CEE subject should be designed on the assumption that it is one of five main subjects being followed in a total programme of 25 periods out a 35-period week.

For those who have studied for two years beyond the General Certificate of Education Ordinary Level standard the working party suggests a new examination on two levels (Normal and Further levels). This suggestion is in line with the findings of the working party under Dr. Clifford BUTLER. Like the CEE the examination should be a single-subject examination designed on the assumption that each subject taken will have been studied as one of five subjects of equal standing. The main programme should take

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(x) Schools Council Working Paper 46 : 16-19 Growth and response ; Schools Council Working Paper 47: Preparation for degree courses.

up five-sevenths of the total time available with the remaining two-sevenths being set aside for minority time. The Normal Level subjects should not be limited to the traditional academic ones, but should include some which are vocationally oriented - probably more than the number at present available at General Certificate of Education Advanced Level. The amount of time spent on studying an N-Level subject would be significantly less than that now devoted to a present A-Level subject (at present sixth formers tend to follow three-subject programmes). Consequently, the examination in each subject would be "at a level significantly below that of the present Advanced Level". The Normal course should be within the competence of students who do not intend to enter higher education. Good grades at the Normal Level should, however, represent work of a standard appropriate to degree aspirants.

As for the Further Level this should demand a depth of conceptual understanding suitable for those who will be capable of subsequently taking an honours degree in the subject and be equal to that at present required for Advanced Level. The working party under Dr. BUTLER recommends that the number of Further subjects studied by any one candidate should not normally exceed two. Universities and polytechnics should frame admission regulations so that it would be usual for a sixth former aspiring to a degree course to follow an examination curriculum involving five subjects at the Normal or at the Normal and Further levels. The naming of subjects in general university entrance requirements should be kept to a minimum.

Certain reservations were made within the working parties concerning the Further Level. The view was expressed that to assess extra work in one or two subjects would be to encourage the view that specialisation is normal for the very bright and that a broadly based curriculum is suitable only for the not-so-bright. Competition to secure a university place might well result in pupils offering more than two subjects at Further Level in order to impress selectors.

371.27 (41-4)

Education 4-V-1973; The Times Educational Supplement, 4-V-1973; W.F.B.

UNITED KINGDOM : LABOUR PARTY POLICY FOR THE 70s

Education is one of nine priorities appearing in the programme of the Labour Party published in mid June, and within the field of education democratization is put forward as the major theme for the 70s. The programme maintains that "the traditional definition of equality of opportunity in education has not proved, by itself, an adequate basis to meet the varying needs of people or to compensate for the social factors which limit the ability of the majority to take advantage of opportunities offered". The Labour Party undertakes, therefore, to follow a policy which will increase social equality. Should financial constraints force choices, then priority will be given to those who, at any stage, are educationally disadvantaged.

Pre-school education

The next Labour government plans to provide enough places to enable 90 % of all four-year-olds and 75 % of all three-year-olds to attend nursery classes - 20 % of each age group attending full-time. New capital and extra staff would initially be concentrated in educational priority areas.

Comprehensive education

The Labour Party intends to establish a comprehensive system of education from the nursery school up to and including the sixth form. Such a system will be a national, but not a uniform one. Selection by ability will be abolished and new secondary school building will not be sanctioned unless it is part of a comprehensive development. In addition, there will be an enquiry into the best way of ending streaming. If the pupils in a particular school consistently fall short of the normal achievements of their age group, the local authority will be required to make proposals for remedying the deficiency.

The 16-18 age group

As for those in the 16-18 age range the Labour Party's first priority will be to accommodate those who have at present no further contact with the education service after leaving school. All young people should have access to continuing education and to the full range of facilities. To further this end provision for the 16-18 age range, including the work of the Youth Service and Youth Employment Service, will become a separate sector of the education system with its own regulations. It is expected that this will lead to greater

co-operation between schools and colleges, the greater sharing of resources and ease of transfer between courses. The Labour Party intends to initiate discussion with the Trades Union Congress and others with a view to framing legislation designed to encourage continuing education. For example, it should not be possible to employ young people under 18 without making provision for their education and training. A new system of mandatory maintenance grants will make it possible for young people to continue in education either directly after the compulsory school or after a period at work.

Adult and higher education

The education programme of the Labour Party envisages the creation of a comprehensive Adult Aducation Service for adults of all ages, to be provided by local authority colleges, universities and polytechnics, and voluntary bodies like the Workers' Educational Association. The task of the next Labour government will be to lay the foundations of such a service so that opportunities for life-long education are available to everyone. "We shall make further provisions, including residential courses, for those adults to whom opportunities are at present restricted, by developing the work of the voluntary bodies, the universities' extra-mural departments and the local authority colleges. We shall also expand provision for day release and block release for those at work. In expanding the traditional institutions of higher education, we shall ensure that they too make a contribution to opportunities for those who are not qualified in traditional terms". The programme envisages at least one million full-time students in 1980 with comparable provision for part-timers. The White Paper Education : a framework for expansion (see News-letter 6/72) spoke of 375,000 full-time (including sandwich) students in the universities by 1981 and of 335,000 full-time and sandwich students in non-university institutions in England and Wales.

Mr. Geoffrey RHODES, chairman of the Labour Party's study group on higher education, has put forward the suggestion that a future Labour Government should launch five pilot comprehensive universities. In his view this could be achieved through the lecturers themselves co-ordinating and merging under one administrative department all colleges, the university and the polytechnic in a given area, or through the Labour government designating a new higher education institution as part of an expansion programme of facilities in the area.

Teachers

The programme recognizes that the quality and an adequate number of teachers are matters of crucial importance to the success of any educational policy. The number of teachers in primary schools will be increased, there being no basis in the assumption that children in primary schools can be taught in larger groups than children in secondary schools. The supply of specialist teachers both for children with handicaps and in particular subjects like mathematics, where shortages are acute, will be reviewed as a matter of urgency, and there should be no reduction in teacher training opportunities until detailed projections have been published on the number of staff needed.

Schools and the community

A policy of dual use of buildings by school and community will be vigorously pursued and extended. "We shall make governing and managing bodies of schools more representative of parents, teachers, and, where appropriate, pupils - and give them more power".

Voluntary independent schools

Whilst respecting the conviction of those parents who wish their children to be educated in denominational schools, the Labour Party intends to compel, if necessary, voluntary schools to co-operate in the reorganization of secondary education along comprehensive lines in their areas.

Wholly independent schools provide for 7 % of children but obtain a quite disproportionate number of places in higher education. The aim of the Labour Party is to abolish fee-paying in schools, and to bring all children of compulsory school age into the national education system.

37.014.542(41-4) The Times Educational Supplement, 15-VI-1973 ; W.F.B.